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INDUSTRIAL COMMISSION OF WISCONSIN

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R. G. KNUTSON

L. A. TARRELL

A. J. ALTMAYER, *Secretary*. TAYLOR FRYE, *Asst. to the Commission*.

Bulletin prepared by Deputies Margaret Ritscher and Sylvia M. Sachtjen

CHILD LABOR IN WISCONSIN

1917-1922

Foreword

In August, 1917, the Industrial Commission issued a bulletin entitled "Some Statistics on Child Labor in Wisconsin."

This bulletin was issued in response to an insistent public demand for information concerning the working children of the state. At the time this bulletin was issued the upper limit of permit age was sixteen years. A fifth grade education only was required for a regular labor permit which would allow the child to stop school and go to work.

In September, 1917, the permit age was raised to seventeen. Successive legislatures increased the educational requirements for a regular permit until in 1921, the standard of an eighth grade education for a child under sixteen was established. With respect to educational requirements for working papers this is as far as any state has seen fit to go. A total of only eleven states have set the eighth grade standard and of these at least seven can hardly be said to be industrial states. At the same time that the permit age was raised to seventeen, entire responsibility with corresponding authority for the issuing of labor permits was placed upon the Industrial Commission.

Lapse of time and these vital changes in the law have rendered the bulletin of 1917 obsolete. It has, therefore, been deemed advisable to issue a new bulletin summarizing the operations of the child labor law and bringing the information up to date.

INDUSTRIAL COMMISSION OF WISCONSIN.

Issued June 1, 1923.

CHILD LABOR IN WISCONSIN

Reasons for Child Labor Laws

Since the character of the future citizenship of a state is determined by its youth, the physical and mental growth of children has been of vital concern to the state. This concern has taken concrete form in laws safeguarding children in industry, which prescribe minimum standards for the protection of their health, safety, education, and welfare. Employment conditions for children are restricted as respects the child's age, occupations that he may enter, wage rates, hours of labor and working conditions in general. The child labor permit as provided for in section 1728a of the statutes is one of the chief means of enforcing these standards.

Section 1728a, Wisconsin Statutes, forbids the employment of a minor under 17 years of age unless the employer first has on file a labor permit authorizing the employment. This provision of the law applies to the employment of minors at any time during the year, whether school is in session or not. It is never, under any circumstances, lawful to employ a minor under 17 years of age in the business, trade, profession, or occupation of the employer, except in agricultural pursuits, without having on file the permit as required. The permit must be issued by the Industrial Commission or some person designated by the commission.

Extent of Child Labor

Control of permit issuing centers in the Industrial Commission, which has power to designate persons to assist with the work. Copies of all permits issued with required data must be filed with the Commission. This centralized system has made it possible to secure data essential to good administration of the labor laws. The following figures, and all other material used in this pamphlet are for the five year period ending June 30, 1922.

TABLE I.—NUMBER AND KIND OF ORIGINAL LABOR PERMITS ISSUED TO CHILDREN ENTERING INDUSTRY.

Year ending June 30th	Total number of permits issued in State of Wisconsin	Index of number of permits issued each year, Base year—1918	Number of each kind of permit issued		For each year, each kind of permit shown as a Percentage of all permits issued	
			Regular	Vacation, after school and Saturday	Regular	Vacation after school and Saturday
1918.....	30,990	100.0	21,681	9,309	69.9	30.1
1919.....	21,444	69.2	10,873	10,571	50.7	49.3
1920.....	25,333	81.7	12,188	13,145	48.1	51.9
1921.....	17,407	56.2	7,398	10,009	42.3	57.7
1922.....	10,431	33.7	4,741	5,690	45.5	54.5

The large number of permits issued in the year ending June 30, 1918, was the result of an amendment to the law raising the permit age from 16 to 17 years in September, 1917. This number has never been equalled, but was approached in the year ending June 30, 1920, when there was a labor shortage which threw open to minors many more jobs than before. Since that year a considerable decrease in the number of permits issued is shown. It will be noted that there has been a steady decrease in the number of regular permits issued (from 69.9 per cent to 45.5 per cent) and a corresponding increase in the number of vacation, after school and Saturday permits. This decrease in regular permits is a reflection of the business depression and also of the raising of the educational qualifications for labor permits. The higher educational standard necessary for securing a regular permit has undoubtedly been largely responsible for the decrease in the number of children in the 14 year age group, and the proportional increase in the number of permits issued to the 16 year group entering industry for the first time.

Table II compares the number of children obtaining labor permits in the year 1920 with the total number of children in the state of the same ages, as shown in the 1920 census. 10.0 per cent of all children 12-17 years of age entered industry. Slightly over half of these children, however, worked during vacations, Saturdays, or after school only.

The group that is perhaps of greatest significance is that composed of those children leaving school permanently and going to work on regular permits. 8.6 per cent of those 14-16 years old, and 7.5 per cent of those 16-17 years old went to work on regular permits. These percentages based on permit statistics are supported by those given in the census report. The proportions here given are probably larger than for 1922, since Table I shows that the actual numbers of permits issued decreased after 1920.

TABLE II.—CENSUS OF CHILDREN* AND RECORD OF LABOR PERMITS COMPARED.

Age Groups	Total number of children in Wisconsin	Total number of children obtaining original permits	Children of Stated Age Groups obtaining permits shown as a percentage of all children in same Age Groups		
			Total	Regular permit	Vacation and after school permits
Total, all ages.....	251,965	25,333	10.0	4.8	5.2
12-14 years.....	103,770	333	0.3	.....	0.3
14-16 years.....	99,405	14,192	14.3	8.6	5.7
16-17 years.....	48,790	10,808	22.1	7.5	14.6

*Vol. II—Fourteenth Census—Population—Wisconsin, Table 13.

From an administrative point of view the permits issued fall into two groups, those issued in the City of Milwaukee, and those issued elsewhere in the state. Considering the number of each kind of permit proportional to all permits issued, regular permits show a greater de-

crease than limited permits. The decrease in the number of regular permits issued in the City of Milwaukee is less marked than outside in the state, and may be accounted for by the fact that many industries which lend themselves to the employment of children are located in Milwaukee.

TABLE III.—NUMBER AND KIND OF CHILD LABOR PERMITS ISSUED IN WISCONSIN, EXCLUSIVE OF CITY OF MILWAUKEE, AND IN CITY OF MILWAUKEE.

Year ending June 30th	Total number of original permits issued in the State of Wisconsin	Total number of permits issued		Each kind of permit issued shown as a percentage of all permits issued					
		Wisconsin exclusive of City of Milwaukee	City of Milwaukee	Wisconsin, exclusive of City of Milwaukee			City of Milwaukee		
				Regular	Vacation	Afterschool	Regular	Vacation	Afterschool
1918....	30,990	16,099	14,891	66.7	29.5	3.8	73.4	23.8	2.8
1919....	21,444	10,418	11,026	52.2	41.9	5.9	49.2	45.9	4.9
1920....	25,333	13,412	11,921	47.6	43.5	8.9	48.7	43.7	7.6
1921....	17,407	8,487	8,920	41.9	49.5	8.6	43.1	51.6	5.3
1922....	10,431	6,079	4,352	38.8	51.6	9.6	54.9	40.2	4.9

Of all children in the state working under labor permits, the proportion of boys and girls has varied but slightly from year to year. The table below shows that in the City of Milwaukee the number of permits issued to each sex is more nearly equal than it is for the state as a whole, exclusive of the City of Milwaukee. This may be explained by the fact that most of the knitting and candy industries which employ large numbers of women and girls are located in Milwaukee. Outside the city of Milwaukee where woodworking and metal industries use a large number of children, the percentage of boys employed is considerably larger. These ratios are shown in detail below.

TABLE IV.—SEX OF CHILDREN OBTAINING PERMITS.

Year ending June 30th	Total number of original permits issued	Number of permits issued		Percentage of all permits issued to each sex			
		Wisconsin exclusive of City of Milwaukee	City of Milwaukee	Wisconsin, exclusive of City of Milwaukee		City of Milwaukee	
				Male	Female	Male	Female
1918.....	30,990	16,099	14,891	65.4	34.6	54.8	45.2
1919.....	21,444	10,418	11,026	60.8	39.2	53.7	46.3
1920.....	25,333	13,412	11,921	61.5	38.5	54.1	45.9
1921.....	17,407	8,487	8,920	57.2	42.8	54.2	45.8
1922.....	10,431	6,079	4,352	60.1	39.9	48.7	51.3

The total number of permits given above does not include the number of permits reissued for the same child to work for a different employer. Record of such reissued permits was not kept for the year 1918. Table V gives the record for the past four years.

TABLE V.—NUMBER OF ORIGINAL PERMITS RE-ISSUED DURING
FOUR YEAR PERIOD ENDING JUNE 30, 1922.

Year ending June 30th	Total number of re-issued permits	City of Milwaukee	State, exclusive of City of Milwaukee
1919.....	14,616	13,603	1,013
1920.....	17,138	12,728	4,410
1921.....	15,164	9,164	6,000
1922.....	5,548	4,622	926

Enforcement

Deputies of the commission, particularly the women deputies, are continually giving attention to Child Labor in their general inspection of places of employment regarding hours, wages, working conditions, and character of work. All violations of the law detected through general inspection or through complaint are followed up until a satisfactory disposition of each case is made. Prosecution takes place only as a last resort where all other means of bringing about compliance with the law fails. This action has been necessary in comparatively few cases. An effective means of securing conformance, in the cases of repeated violations of the Child Labor Law, has been to refuse to issue permits to children to work in such establishments until steps are taken by the management to remedy the causes of the violations and until the commission has reasonable assurance that violations will not occur in the future. The measure has been particularly successful in industries where an appreciable number of minors are employed. The commission has not hesitated to take this action.

A provision which has been most effective in enforcing the Child Labor Law has been the treble compensation feature of the Workmen's Compensation law, which has been in operation since September 1, 1917. This amendment provides that if a minor of permit age is injured while employed without the required labor permit, or if a minor is injured while employed at prohibited work, such minor shall be entitled to three times as much compensation as would be recoverable had the law not been violated. The employer can not insure against extra compensation. He must pay the increased amount himself.

From September 1, 1917 up to December 31, 1921, there have been 369 cases of treble compensation for a total amount of \$78,552.58 increased compensation. The lowest amount paid in any one case was \$2.92; the highest amount paid was \$6,000.00, the average amount paid was \$215.59, the modal amount, about \$14.00.

TABLES VI. AND VII.—NUMBER AND KIND OF PERMITS ISSUED.

Analyzed by Sex and Age of Child.

TABLE VI.—IN WISCONSIN, EXCLUSIVE OF THE CITY OF MILWAUKEE.

Year ending June 30	Total number of permits issued	Regular permits						Vacation permits						After school and Saturday permits					
		Male—ages			Female—ages			Male—ages			Female—ages			Male—ages			Female—ages		
		Total		16 to 17	14 to 16	16 to 17	14 to 16	Total		16 to 17	14 to 16	16 to 17	14 to 16	Total		16 to 17	14 to 16	16 to 17	14 to 16
		Number						Number						Number					
1918.....	16,099	10,740	3,159	2,504	2,056	2,021	2,092	4,749	522	2,496	373	381	946	610	119	358	58	75	
1919.....	10,418	6,445	1,139	1,844	1,940	1,502	1,688	4,066	406	2,206	180	423	1,041	605	75	377	61	92	
1920.....	13,412	6,387	1,132	2,210	1,057	1,632	2,398	5,898	870	2,723	171	733	1,321	1,195	141	664	118	273	
1921.....	8,487	3,587	1,117	1,709	709	932	1,197	3,197	640	1,577	107	653	1,102	1,783	85	422	75	141	
1922.....	6,079	2,358	787	383	773	415	3,138	680	49	1,330	49	432	1,644	583	34	337	61	101	

TABLE VII.—IN THE CITY OF MILWAUKEE.

Year ending June 30	Total number of permits issued	Regular permits						Vacation permits						After school and Saturday permits					
		Male—ages			Female—ages			Male—ages			Female—ages			Male—ages			Female—ages		
		Total		16 to 17	14 to 16	16 to 17	14 to 16	Total		16 to 17	14 to 16	16 to 17	14 to 16	Total		16 to 17	14 to 16	16 to 17	14 to 16
		Number						Number						Number					
1918.....	14,891	10,941	2,841	2,828	2,851	2,421	2,841	3,540	2,005*	2,005*	158	1,323*	1,323*	410	305*	305*	105*	105*	
1919.....	11,926	5,428	2,734*	2,784*	2,641*	2,641*	2,641*	3,060	2,602*	2,602*	145	2,203*	2,203*	538	380*	380*	158*	158*	
1920.....	11,921	5,807	636	2,682	554	2,255	2,255	3,202	511	2,916	86	2,091	1,030	692	685*	685*	277*	277*	
1921.....	8,920	3,801	400	1,805	442	1,494	1,494	4,111	317	2,188	112	258	1,694	468	58	258	49	108	
1922.....	4,352	2,383	456	379	354	794	1,734	1,734	121	798	19	73	735	215	28	119	24	44	

*The figure given covers ages 14 to 17 years.

How Permits Are Issued

On account of the volume of work in Milwaukee, the permits are issued there directly by the Milwaukee branch office of the Industrial Commission. Elsewhere in the state permits are issued locally by authorized officers appointed by the Commission, or are issued directly from the Madison office. The Commission plans to have at least one permit officer in every county and one in each community where there is a demand for permits. In the appointment of permit officers the Commission is not restricted. It endeavors, however, to secure the services of persons already connected in some capacity with public service. At the present time about 200 people are giving their services in this work without remuneration.

The name and address of local issuing officers can be obtained by writing directly to the Industrial Commission at Madison. In most instances this information can be secured from the local superintendent of schools.

The requirements for securing labor permits are shown in the following outline which is a summary of conditions under which minors are permitted to be employed. A full size reproduction of a child labor permit is given on pages 9 through 12.

OUTLINE OF REGULATIONS OF CHILD LABOR

A. KINDS OF PERMITS, WITH REQUIREMENTS

I. Regular permit—ages 14 to 16

- a. Documentary proof of age
- b. Physical fitness
- c. School certificates showing completion of the 8th grade or 9 years school attendance, exclusive of kindergarten
- d. Consent of parents
- e. Written promise of employment from employer

II. Regular permit—ages 16 to 17

- a. Documentary proof of age
- b. Physical fitness
- c. Written promise of employment

III. Permit limited to after school, Saturdays and vacations—ages 14 to 17

- a. Documentary proof of age
- b. Written promise of employment
- c. Recommendation of school principal (if for after school work)

IV. Vacation permits only—ages 12 to 14

- a. Proof of age
- b. Written promise of employment

B. CONDITIONS OF WORK

1. Hours

- a. Under 16; boys and girls, not more than 8 hours a day and 48 hours a week including time spent at part time school
- b. 16 to 17 years of age; girls, regulated by Women's Hours of Labor Law

1. Day work, not more than 10 hours a day, 55 hours a week; night work or part night and part day work, not more than 8 hours a day, 48 hours a week
- c. 16 years of age; boys
 1. Not regulated in non-vocational school cities. In vocational school cities limited to 55 hours a week, including time spent at part time school

II. Wages

- a. Under 14 years of age—unregulated
- b. 14 to 16 years—not less than 16 cents an hour for the first year or until reaching the age of 16
- c. 16 years—not less than 16 cents an hour, and 20 cents an hour after 6 months' experience in the industry

III. Prohibited employments

- a. 12 to 14—all employment prohibited except that during vacation only, permits may be issued for work in stores, warehouses (other than factory and tobacco), mercantile establishments, offices (other than factory) and public messenger service
- b. Under 16
 1. 23 groups of prohibited occupations specified by law
 2. Hotels for boys
- c. Under 17
 1. Any place manufacturing, selling or giving away spirituous or malt liquors
 2. Any bowling alley or billiard hall
 3. Hotels, restaurants, club and boarding houses for girls
 4. Any work on road construction
 5. Any work on lake steamers
- d. Under 18
 1. 12 enumerated dangerous occupations
 2. Public messenger service for girls
 3. Mines and quarries for both boys and girls
- e. Under 21
 1. Public messenger service before 6 o'clock in the morning and after 8 o'clock in the evening of any day in cities of the first, second and third class
 2. Work as bell-hop for girls
- f. Girls and women of any age
 1. Occupations for girls requiring constant standing
 2. Mines and quarries for girls and women

C. SCHOOL ATTENDANCE

I. General Compulsory School Attendance

- a. All children between the ages of 7 and 14 years, or any child between 14 and 16 years not regularly and lawfully employed in useful service at home or elsewhere, and not having finished the 8th grade

II. Part Time School Attendance

- a. Applies only in cities maintaining a day vocational school and to children not in full time attendance at school
- b. Attendance requirements
 1. 14 to 16 years—one-half time in any public, parochial, private, or vocational school
 2. 16 to 18 years—one-half time in any public, parochial or private school, or 8 hours per week in a vocational school
 3. Exception: Those who have completed four years above the 8th grade

CHILD LABOR PERMIT—14 TO 17 YEARS

Whereas (Name of Child)
accompanied by his/her..... Whose name is.....
(Child under 16 must be accompanied by parent or guardian.)
and address is No..... (Street) (City) (County)
Wisconsin, has made application for a labor permit, and it appearing that said child is of.....
sex and was born at state of
on 19.....; that he—she has eyes
and hair, and is ft. inches tall and weighs pounds, and that the papers required by
subsection 5 of section 1728a of the statutes have been duly examined, approved and filed; NOW, therefore, in ac-
cordance with power vested in me by law, I hereby permit him—her to be employed at LAWFUL WORK for the
period per day and per week permitted by law by the last employer named below and until the date indicated.

..... Date of Issue	..... Name of Employer and Nature of Business	..... Date of Expiration
..... Date of Re-Issue	..... Name of Employer and Nature of Business	..... Date of Expiration
..... Date of Re-Issue	..... Name of Employer and Nature of Business	..... Date of Expiration
..... Issuing Officer	..... Address	
..... Director of Vocational School	..... Signature of Child	

TO THE EMPLOYER—IMPORTANT—READ THIS PERMIT

PERMITTED HOURS OF LABOR

Children under 16 years of age must not be employed or permitted to work before 7 A. M. nor after 6 P. M. nor more than 8 hours a day nor more than 48 hours a week, nor more than six days a week.

Hours of labor for girls between 16 and 17 same as for adult women.

Boys between 16 and 17 in vocational school cities, not more than 55 hours per week.

(Boys between 16 and 17 outside of vocational school cities—hours of labor not regulated.)

(The above permitted hours of labor in each case must be reduced by the number of hours the child is required to attend part-time school.)

For part-time school attendance law, Chap. 513, Laws of 1921, see reverse side.

The PENALTY for violation of the Child Labor Law is \$10 to \$100 for every day of violation. If a child is injured while employed in violation of law, he is entitled to treble compensation and the employer is primarily liable for the payment of the extra compensation. The insurance carrier pays the extra compensation in such cases only when the employer is unable to do so. Liability insurance does not cover injuries received in unlawful employment.

This permit must be kept on file by the employer in the place of employment as long as the child remains in his employ.

At the expiration of the employment he must return it to
within twenty-four hours, with a statement of the reasons for the termination of employment.

TO ISSUING OFFICER

Statement of Evidence Upon Which Child Labor Permit Was Issued.

1. PROOF OF AGE.....

State proof of age submitted, as (a) Birth Certificate, (b) Baptismal Record, (c) Contemporary Bible Record, (d) Government Passport, (e) Life Insurance Policy, or (f) Physician's Certificate, Parent's Statement and School Record of age.

Birth certificate or baptismal record must be furnished, if possible. No subsequent proof of age acceptable unless birth or baptismal record not obtainable.

2. EDUCATIONAL ATTAINMENTS Required for Regular Permit to Children 14 to 16 years of age only.

NOTE: If Regular Permit 14 to 16, check below the educational attainments of this child as shown on the required school certificate.

(a) This child has passed the eighth grade in a public school.

(b) This child has passed the eighth grade in a parochial or private school, having a course of study substantially equivalent to the course of study in the public schools.

(c) This child has attended school at least nine years, exclusive of kindergarten attendance.

What grade has the child actually completed as shown by school certificate?.....

Did the school officials recommend the issuance of the permit?.....

3. Was the letter signed by the prospective employer, received and filed by you?.....

This permit must be issued in duplicate and one copy must be sent to the Industrial Commission at Madison.

PART TIME SCHOOL ATTENDANCE LAW FOR WORKING CHILDREN

(Extract from Chap. 513, Laws of 1921)

SECTION 1728d. (1) Whenever any day vocational school shall be established in any town, village or city in this state for minors, working under permit as now provided by law, every such child residing or employed within any town, village or city in which any such school is established, who has not completed four years of work above the eight elementary grades, and who *is not in attendance at some other public, private or parochial school at least half time shall attend such school, not less than half time in the daytime, until the end of the school term, quarter, semester or other division of the school year in which he is sixteen years of age, and after that time until the end of the term, quarter, semester or other division of the school year in which he is eighteen years of age* * * * for at least eight months in each year, and for such additional months or parts thereof as the other public schools in such city, town or village are in session in excess of eight during the regular school year, or the equivalent as may be determined by the local board of industrial education, and every employer shall allow all minor employes a reduction in hours of work of not less than the number of hours the minor is by law required to attend school. Whenever the working time and the class time coincide, such reduction in hours of work shall be allowed at the time when the classes which the minor is by law required to attend are held.

EMPLOYMENTS PROHIBITED TO CHILDREN

(Section 1728a, Wisconsin Statutes.)

(a) Children under 21 years of age.

1. Any boy or girl as a messenger for a telegraph or messenger company in the transmission or delivery of messages or goods in any first, second or third class city between 8 P. M. and 6 A. M.
2. Girls as bell hops in hotels.

(b) Children under 18 years of age.

1. Employment of any kind in or about blast furnaces.
2. Employment as pilot, fireman, or engineer on boats or vessels engaged in the transportation of passengers or merchandise.
3. Employment in or about docks.
4. Operating or using any emery, tripoli, rouge, corundum, stone carborundum, any abrasive or emery polishing or buffing wheel, where articles of the baser materials, or of iridium, are manufactured.
5. The outside erection and repair of electric wires, including telegraph and telephone wires.
6. Running or management of any elevators, lifts or hoisting machines.
7. Work in or about establishments where nitroglycerin, dynamite, dualin, gun cotton, gunpowder, or other high or dangerous explosives are manufactured, compounded or stored.
8. Dipping, dyeing or packing matches.
9. Work of any kind in or about a mine or quarry.
10. Oiling or cleaning dangerous or hazardous machinery in motion.

11. Working at switch-tending, gate tending, or track repairing or as brakeman, fireman, engineer, motorman, conductor, or telegraph operator on railroads, including interurbans and street railways.
12. Work of any kind in or about wharves.
13. No female under 18 years of age shall be employed as a messenger by any telegraph or telephone company, firm or corporation, or by any company, firm, corporation, or individual engaged in similar business.

(c) Children under 16 years of age.

1. Operating dough brakes or cracker machinery of any description in bakeries.
2. Adjusting belts in motion or sewing belts in any capacity.
3. Operating any steam boiler or steam-generating apparatus.
4. Acting as pin boys in bowling alleys (this work now prohibited to minors under 17 years of age).
5. Work on scaffolding, or on ladders, or any heavy work in building trades.
6. Operating burnishing machines in any tannery or leather manufactory.
7. Operating corrugating rolls in roofing or washboard factories.
8. Any occupation causing dust in injurious quantities.
9. Operating any emery or polishing wheel for polishing metal.
10. The manufacture of goods for immoral purposes.
11. Operating any wire or iron-straightening machinery, punches or shears.
12. Operating any laundry machinery.
13. Employment in or about any store, brewery, distillery, bottling establishment, hotel barroom, saloon dining-room or restaurant, any place in connection with a saloon or a similar place of any name, in or about any dance hall, bowling alley, pool room, beer garden, or similar place of any name, in which strong, spirituous or malt liquors are made, bottled, sold or given away. (Permits not issued to minors under 17 years of age to work in bowling alleys, pool rooms or billiard halls.)
14. Oiling or assisting in oiling, wiping or cleaning any machinery in motion.
15. Operating or assisting in operating or taking material from any circular or bandsaw, or any crosscut saw or slasher or other cutting or pressing machines from which material is taken from behind.
16. In the manufacture of paints, colors or white lead, or of any composition in which dangerous or poisonous acids are used, or in any manufacture or preparation of compositions of dangerous or poisonous gases, or in the manufacture or preparation of compositions of lye or in which the quantity thereof is injurious to health.
17. Operating any cylinder or job presses or boring or grill presses.
18. Washing material or operating grinding or mixing mill or calendar rolls in rubber manufacturing.
19. Operating stamping machines in sheet metal or tinware manufacturing or in washer or nut factory, or in lace-paper and leather manufacturing.
20. Employment in any theater or concert hall.
21. Employment in any tobacco warehouse, cigar or other factory where tobacco is manufactured or prepared.
22. Employment on any wood-shaper, wood-jointer, planer, sandpaper, wood-polishing or wood-turning machine.
23. Employment on any carding machine or machine used in picking wool, cotton, hair, or any upholstering material.
24. Any other employment dangerous to life or limb, injurious to the health, or depraving to the morals.

- (d) Children between 12 and 14 years of age,** may be employed **only during the school vacations,** and then only in any store, office, mercantile establishment, warehouse, telephone or public messenger service in the place where the children reside.

Proof of Age and Place of Birth

It is to be expected that most of the children born in the United States could produce first-class proofs of age, and this assumption is borne out by the tabulations which show that approximately 90 per cent of the proofs of age accepted in issuing permits were public birth records or certificates of baptism. Other proofs that are acceptable if no birth or baptismal record can be furnished are: contemporary Bible records; government passports; insurance policies; or physician's certificate showing the physical age of the child, together with the parent's statement, and the school record of age.

There has been practically no change in the proportions of employed children born in this and other countries. The percentage of these children born in the United States has varied from 93.6 per cent to 95.7 per cent, with Milwaukee showing percentages as low as 91 per cent. Special studies disclose the fact that, outside of Milwaukee, over 90 per cent of the children secure permits to work in the county of their birth.

Detailed information on these points is tabulated below.

TABLE VIII.—PROOFS OF AGE ACCEPTED.

Year ending June 30th	Total number of permits	Percentage of all permits issued upon each proof of age							
		All proofs	Birth record	Baptis- mal record	Bible record	Govern- ment passport	Insur- ance policy	Physi- cian's Certif.	Other proofs
1918	16,099*	100.0	40.8	30.1	4.0	.7	3.2	6.6	14.8
1919	10,418*	100.0	55.2	30.0	3.3	.4	2.7	8.2	.....
1920	13,412*	100.0	51.7	34.5	2.9	.3	2.6	7.8	.....
1921	17,407	100.0	53.5	35.0	1.4	.7	2.6	6.8	.....
1922	10,431	100.0	52.1	38.8	1.4	1.0	2.6	4.0	.....

*Figures for Milwaukee not included.

TABLE VIIIa.—CHILD'S COUNTRY OF BIRTH.

Year ending June 30th	Percentage of children giving stated countries as their place of birth							
	All coun- tries	United States	Austria	Germany	Russia	Italy	Poland	Other
1918	100.0	94.8	1.3	.8	.9	.3	.....	1.9
1919	100.0	95.1	1.4	.3	1.2	.2	.....	1.8
1920	100.0	95.7	.8	.5	.9	.2	.....	1.9
1921	100.0	94.3	1.8	.7	.7	.2	1.0	1.3
1922	100.0	93.6	1.6	.8	1.0	.6	.8	1.6

Education

The number of children under 16 years of age has become a smaller proportion of all children obtaining permits. This decrease has undoubtedly been largely due to the raising of the educational qualifications for regular permits for that age group. These requirements have been increased steadily during most of the period under study, as indicated by the following table:

<i>Date</i>	<i>Required Grade</i>	<i>Number of Years School Attendance</i>
Prior to July 1, 1919.....	5	7
July 1, 1919 to June 30, 1920	6	7
July 1, 1920 to June 1, 1921	7	8
June 1, 1921 to date	8	9

As the educational requirement has been raised, more and more children could qualify only by proving that they had attended school the required number of years, instead of having completed the required grade. Many could qualify for regular permits only when they reached the age of 16, after which age there is no requirement of educational qualifications. Consequently, the proportion of those qualifying by grade has generally decreased while the per cent of those 16 years of age, or qualifying by number of years of attendance at school, has increased according to the changes in the requirements. Tables IX and X give full information on this point.

Considering the education of the younger children, those 14 to 16 years of age, there has been an increase in the proportions of those having completed the 8th grade. The following table shows this situation in Milwaukee for the two years ending June 30, 1922.

<i>Grade Completed</i>	<i>Year Ending June 30, 1921</i>	<i>Year Ending June 30, 1922</i>
No requirements (1)	66.4%	68.5%
Less than eighth.....	15.4%	4.9%
Eighth and more	18.0%	26.6%

- (1) This applies to those 16 years of age and all those working on other than regular permits.

The percentage who had finished less than the 8th grade decreased from 15.4 per cent in 1920-21 to 4.9 per cent in 1921-22. The numbers who had completed the 8th grade or more increased from 18.0 per cent to 26.6 per cent.

TABLES IX. AND X.—EDUCATIONAL QUALIFICATIONS OF CHILDREN OBTAINING PERMITS.
TABLE IX.—IN WISCONSIN, EXCLUSIVE OF MILWAUKEE

Year ending June 30th	Total number of permits issued	Percentage of all children presenting each stated educational requirement			Number of all children presenting each stated educational requirement							No educa- tional qualification required	
		Completed grade in school	Attended school required num- ber of years	No educa- tional qualification required	Completed required grade in school				Attended school required number of years				
					5	6	7	8	7	8	9		
1918.....	16,099	59.3	6.3	34.4	9,560					991			5,548
1919.....	10,418	46.8	3.1	50.1	4,885					330			5,203
1920.....	13,412	26.7	2.6	70.5		3,590				350			9,472
1921.....	8,487	17.4	5.2	77.4			1,478				447		6,563
1922.....	6,079	9.0	3.2	87.8				548				193	5,338

TABLE X.—IN THE CITY OF MILWAUKEE

Year ending June 30th	Total number of permits issued	Highest grade completed										Highest statutory educational qualification presented			
		No report or no educa- tional qualification required	Less than 8th grade					8th grade and more				Completed re- quired grade in school	Attended school required num- ber of years	No educa- tional qualifi- cation required	
			Total	Special class	4th or less	5	6	7	Total	8	9				More than 9
1921.....	8,920	5,930	13	50	210	502	605	1,610	1,390	167	53	2,274	725	5,921	
1922.....	4,352	2,981	0	5	28	77	106	1,155	1,042	79	34	1,155	216	2,981	

Percentage of all children finishing each grade

Year ending June 30th	Total number of permits issued	Percentage of all children finishing each grade										Highest statutory educational qualification presented			
		No report or no educa- tional qualification required	Less than 8th grade					8th grade and more				Completed re- quired grade in school	Attended school required num- ber of years	No educa- tional qualifi- cation required	
			Total	Special class	4th or less	5	6	7	Total	8	9				More than 9
1921.....	100.0	66.4	0.1	0.5	2.3	5.5	7.0	18.0	15.5	1.8	0.7	25.4	8.1	66.5	
1922.....	100.0	68.5	0.0	0.1	0.6	1.8	2.4	26.6	24.0	1.8	0.8	26.6	4.9	68.5	

Industry

The distribution in industry of minors securing permits has been fairly uniform during the last five years. Accurate statistics on this point are available for original permits or first jobs, but not for re-issued permits. Experience of the inspection department would indicate that these proportions are fairly representative of the distribution of all minors under 17 in industry at a given time.

Approximately 60 per cent of child laborers have been employed in manufacturing, and about 15 per cent in mercantile establishments. The remaining 25 per cent have engaged in other kinds of work, such as messenger service, domestic service, and in offices, laundries, telephone and telegraph offices.

There has been very little difference in the relative numbers of boys and girls employed in most industries. There are many more boys than girls in the metal and woodworking industries and in messenger service, and girls are employed in larger numbers than boys in the candy and knitting industries and in office work, and of course, in domestic service.

The percentages employed in 8 different industries representing over three-fifths of the minors in all employments, are given below for the year ending June 30, 1922. A complete table is shown on page 17. All of the employment in canneries and more than 50 per cent of that in woodworking is during the school vacation only.

TABLE XI.—PROPORTION OF ALL CHILDREN WITH LABOR PERMITS EMPLOYED IN SPECIFIED INDUSTRIES.

Industries	Percentage of all children employed in stated industries		
	In Wisconsin, entire State	In City of Milwaukee	In Wisconsin, exclusive of City of Milwaukee
Candy manufacturing.....	5.3	10.3	1.8
Food—Canning and packing.....	10.8	0.0	18.7
Stores—Dry goods and groceries.....	11.4	9.9	12.5
Knitting Mills.....	8.4	11.5	6.3
Metal working.....	11.7	13.2	10.7
Office work.....	4.7	9.5	1.4
Telephone and telegraph and messenger service....	4.0	10.2	2.8
Woodworking.....	8.3	3.3	11.9

TABLE XII.—NUMBER AND PERCENTAGE OF BOYS AND GIRLS EMPLOYED IN SPECIFIED INDUSTRIES.

Industries	Numbers for the State exclusive of City of Milwaukee			Numbers for entire State				Per cent distribution for totals	
	Year ending June 30, 1919	Year ending June 30, 1920	Exclusive of Milwaukee	Year ending June 30, 1921		Exclusive of Milwaukee	City of Milwaukee	Total	Year ending June 30, 1921
				City of Milwaukee	Total				Year ending June 30, 1922
Total.....	10,418	13,412	8,487	8,920	17,407	6,079	4,352	10,431	100.0
Manufacturing—total.....	6,787	9,512	5,576	5,249	10,825	3,855	2,521	6,376	61.1
Candy and biscuits.....	252	351	188	1,075	1,263	110	561	671	7.3
Canning and packing.....	918	1,492	1,631	7	1,638	1,135	0	1,135	9.4
Creameries and condenserics.....	252	390	152	5	157	96	1	97	10.9
Matchbo.....	102	208	111	111	111	5	0	5	.9
Knitting.....	598	910	563	844	1,407	385	409	884	8.3
Sitching, tailoring.....	42	251	149	352	501	154	173	327	3.1
Weaving.....	351	236	81	76	157	51	47	98	.9
Metal.....	1,567	1,837	910	1,533	2,443	653	576	1,229	11.8
Woodworking.....	1,016	2,318	1,040	288	1,328	727	144	871	8.4
Paper.....	439	623	411	626	1,037	216	125	341	3.3
Leather.....	597	502	243	420	663	242	300	632	6.1
Rubber.....	53	328	97	23	120	81	5	86	.8
Trade—total.....	1,634	1,873	1,425	1,101	2,526	670	521	1,497	14.5
Dry goods, groceries.....	1,501	1,476	1,134	958	2,092	759	432	1,191	11.4
Confectionery.....	32	126	86	19	105	73	1	74	.7
Drugs.....	46	61	49	13	62	39	22	61	.6
Railroad*.....	55	93	22	40	62	41	1	1	.3
Bakeries.....	0	0	75	27	102	41	26	67	.7
Milliners*.....	0	0	0	44	44	41	40	40	.4
Tobacco*.....	0	74	59	0	59	63	0	63	.6
Other industries—total.....	1,997	2,027	1,486	2,570	4,056	1,248	1,310	2,558	24.5
Hotels, restaurants.....	26	62	38	3	41	50	16	66	.6
Lumbering, logging.....	28	59	25	0	25	35	0	35	.3
Messenger, telegraph and telephone.....	470	490	363	702	1,005	172	253	425	4.1
Laundry.....	106	150	73	39	112	36	12	48	.5
Domestic service.....	267	284	206	84	380	246	119	365	3.5
Coddling*.....	0	0	30	30	60	288	79	367	3.3
Office.....	119	158	111	821	932	85	412	497	4.8
Printing*.....	0	0	0	0	0	0	92	92	.9
Miscellaneous.....	1,032	818	544	891	1,435	336	327	663	6.3

*Numbers of children in industries for which none are shown, are included in miscellaneous classification.

Physical Fitness of Children Entering Industry

The law does not define a physical standard for children entering industry. However, under the authority given the Commission to refuse permits "in case of children who may seem physically unable to perform the labor at which they are to be employed," or "if, in their judgment, the best interest of the children will be served by such refusal," certain definite policies have been adopted in this connection.

Officers outside of Milwaukee are urged to satisfy themselves that the children who apply for permits are physically fit for the work at which they are to be employed. In his discretion, the issuing officer may require proof of physical fitness. In Milwaukee, where the city health department is able to furnish examining physicians it has been possible to require a physical examination for every child entering industry permanently.

As shown by the following table, over one-half of all the children examined had defects of some kind. In the second year the larger proportion of children with defects is undoubtedly due to a greater realization on the part of the physicians of the practicability of securing, by this method, correction of comparatively slight defects.

About two-thirds of the defects found were dental, and but few children had to be refused permits indefinitely on the ground of health. Permits were issued to children having physical defects on the understanding that they were to have corrective treatment and report for re-examination until their condition was satisfactory. Over 2,200 children have had physical defects treated satisfactorily during the 18 months ending June 30, 1922, for which such data were kept. This policy gives a child an opportunity to earn while receiving necessary treatment and is believed to be fairer and to accomplish more than would be the case if permits were refused until defects were corrected.

TABLE XIII.—PRINCIPAL HEALTH DEFECTS OF CHILDREN OBTAINING REGULAR PERMITS IN MILWAUKEE,
JULY 1, 1920-JUNE 30, 1922.

Nature of principal health defects	Percentage of all children obtaining permits having stated principal health defects	
	Year 1920-1921	Year 1921-1922
Total.....	100.0	100.0
No defects.....	46.0	32.9
All with defects.....	54.0	67.1
Eye.....	3.0	7.9
Teeth.....	37.0	48.8
Ear.....	0.0	0.1
Tonsils and adenoids.....	6.0	1.9
Underweight and malnutrition.....	6.0	6.6
Miscellaneous.....	2.0	1.8

How Minors Find Jobs

A study of the means through which 234 boys and girls under 17 years of age secured jobs in Milwaukee shows:

<i>Agency Leading Child to Job</i>	<i>Number of Children</i>
Advertisements	76
Relatives and friends.....	111
Schools, chiefly business and technical schools.....	38
Location of plant near home.....	9
	<hr/> 234

It was felt that the advertising of jobs influenced children to go to work who would otherwise have remained in school. This resulted in legislative action in 1921, prohibiting newspaper advertising for the labor of boys and girls under 17 during school terms.

Vocational Guidance and Placement

The Junior Placement Bureau was organized in connection with the Milwaukee permit office in September, 1921, and in February, 1922, affiliated with the Junior Division of the U. S. Employment Service. Its purpose is to provide a legitimate means of bringing to the employer of minors those who had left school previously and were temporarily unemployed, and those obliged to leave school for industry; and to influence children to remain in school whenever possible and to supplement the child's inadequate knowledge of the fields of business and industry and the chance of success in them. The Bureau also keeps in touch with the boys and girls it places and with their employers, so that further adjustments may be made, if necessary, either with the same employer or in the next job, if a change is made.

Up to July 1, 1922, the Bureau had placed boys and girls in 555 jobs as follows:

<i>Industry</i>	<i>Boys</i>	<i>Girls</i>
Manufacturing	58	169
Clerical Work	25	39
Inside Messenger Service	30	4
Public Messenger Service	17	0
Agriculture	50	0
Domestic Service	0	149
Other	6	8
	<hr/> 186	<hr/> 369

There has been a widespread interest in the amount of turnover among young workers and the value of vocational guidance and placement work in that connection. As very little definite local information was available on these points, a few studies were made in Milwaukee.

A brief study made through personal interviews with applicants for reissued permits in May, 1920, show some factors involved in shifting from job to job.

Reasons Given for Leaving Jobs

<i>Cause</i>	<i>Number of Children</i>	
Discharged		
Slack Work	5	
Other reasons	8	13
Quit voluntarily on account of		
Wages	16	
Location of plant	1	
Friction	8	
Character of job	29	
Health or accident hazard	18	72

Dissatisfaction with the occupation, wages, and general working conditions apparently caused the greatest number of withdrawals. Seventeen of these 89 employees had had no information concerning the job at the time they were employed. There is an honest difference of opinion among employers as to the advisability of promising boys or girls under 17 certain jobs or pay since they are so inexperienced that it is difficult in one short interview to judge where they will fit in, and how much more than the minimum wage they will be worth. As a matter of fact, out of the 72 minors interviewed, 36 had had information in regard to the occupation, 57 concerning wages, and 51 knew the hours of work expected of them.

A comprehensive study was made of the labor turnover among 7,873 boys and 7,486 girls employed under regular permits, which expired during the five year period ending May 1, 1921. The chief tabulations made are reproduced in Tables XVI-XIX, and do not show as high an average turnover as many anticipated. The maximum period during which permits are required is three years. Only 5 per cent used their permits for that length of time. Seventy per cent of the permits ran only for one year or less; 83.3 per cent had a total of five jobs or less while working under permit, and 67.9 per cent of all jobs lasted 6 months or less. In general, boys averaged more jobs than girls, and held their jobs for a shorter period, as is shown in the following summary of the tables on pp. 20, 22-25.

TABLE XIV.—PERCENTAGE OF ALL GIRLS AND ALL BOYS UNDER AGE 17 HOLDING SPECIFIED NUMBER OF JOBS, IN FIVE-YEAR PERIOD ENDING MAY 1, 1921.

Number of jobs	Girls	Boys
1.....	32.8	29.1
2.....	21.3	20.4
3.....	15.6	13.0
4.....	10.1	10.0
5.....	7.6	7.8
6.....	4.5	5.2
7.....	3.1	4.1
8.....	1.8	2.6
9.....	1.0	2.2
10.....	.9	1.4
Over 10.....	1.3	4.2

TABLE XV.—PERCENTAGE OF JOBS OF EACH SPECIFIED LENGTH HELD BY BOYS AND GIRLS UNDER AGE 17, IN FIVE-YEAR PERIOD ENDING MAY 1, 1921.

Duration of job	Girls	Boys
Under 2 weeks.....	9.7	15.0
2 weeks and under 1 month.....	14.8	17.4
1 month and under 2 months.....	11.7	13.2
2 months and under 4 months.....	16.7	15.7
4 months and under 6 months.....	10.8	9.9
6 months and under 1 year.....	18.0	14.9
1 year and under 1 year and 6 months.....	5.9	4.3
1 year 6 months and under 2 years.....	3.0	2.3
2 years and under 2 years 6 months.....	1.7	1.0
2 years 6 months and under 3 years.....	1.0	.6
No report.....	6.8	5.8

TABLE XVI.—CHILD LABOR TURN-OVER AMONG BOYS WITH PERMITS* IN THE CITY OF MILWAUKEE,
SHOWING NUMBER OF INDIVIDUAL BOYS WITH PERMITS HOLDING STATED NUMBER OF SEPARATE JOBS WITHIN
STATED TIME PERIODS AFTER ISSUANCE OF PERMIT UNTIL PERMIT WAS RETURNED OR BOYS
REACHED AGE 17.

Time periods run by permits until permit was returned or boy reached age 17	Total num- ber of boys employed for each stated length of time	Percentage of all boys employed for each stated length of time	Cumulative percentage of all boys employed for each stated length of time	Number of separate jobs held by individual boys																									
				1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	30
All time periods.....	8,783	100.0	100.0	2,557	1,794	1,146	870	683	456	356	232	190	126	108	79	55	37	29	20	12	6	4	6	7	4	1	2	1	
0-2 months.....	496	5.7	100.0	429	49	15	3	5	1	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
2-4 months.....	405	4.6	94.3	279	94	21	4	5	1	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
4-6 months.....	498	5.7	89.7	310	119	39	23	4	1	2	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
6-8 months.....	487	5.6	84.0	223	126	69	35	17	6	2	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
8-10 months.....	514	5.9	78.4	213	150	66	36	23	10	10	1	2	1	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
10-11 months.....	205	2.3	72.5	80	56	34	20	5	4	3	2	1	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
11-12 months.....	298	3.4	70.2	123	80	39	22	14	11	5	3	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
1 year.....	490	5.2	66.8	147	140	62	39	22	20	19	4	3	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
1 year 2 months.....	476	5.3	61.6	117	131	90	52	39	21	10	6	3	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
1 year 4 months.....	460	5.2	56.3	97	108	67	63	49	33	24	4	5	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
1 year 6 months.....	429	4.9	51.1	94	91	62	57	51	31	28	8	7	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
1 year 8 months.....	492	5.6	46.2	72	138	75	59	41	28	25	18	14	8	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
1 year 10 months.....	236	2.7	40.6	35	39	45	31	27	15	6	11	8	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
1 year 11 months.....	284	3.2	37.9	36	39	53	47	28	21	17	12	9	4	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
2 years.....	477	5.4	34.7	68	91	69	62	49	34	16	17	13	8	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
2 years 2 months.....	539	6.1	29.3	68	74	76	70	70	47	32	27	21	13	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
2 years 4 months.....	481	5.5	23.2	40	72	59	68	71	41	29	20	24	18	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
2 years 6 months.....	420	4.8	17.7	39	57	53	61	38	30	18	21	16	10	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
2 years 8 months.....	454	5.2	12.9	44	56	62	45	45	30	34	38	22	18	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
2 years 10 months.....	288	3.3	7.7	15	37	38	29	40	23	28	21	17	9	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
2 years 11 months.....	384	4.4	4.4	28	47	52	44	45	37	33	22	15	14	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Percentage of all boys (8,783) holding each stated number of jobs																													
				29.1	20.4	13.0	10.0	7.8	5.2	4.1	2.6	2.2	1.4	1.2	.9	.6	.4	.3	.2	.1	.1	.1	.1	.1	.0	.0	.0	.0	.0

*Issued by Industrial Commission of Wisconsin, July, 1922.

The data tabulated covers operations for a five-year period.

A "Returned" permit means its final return to the office, within the years for which Permits are required.

TABLE XVII.—CHILD LABOR TURN-OVER AMONG GIRLS WITH PERMITS* IN THE CITY OF MILWAUKEE,
SHOWING NUMBER OF INDIVIDUAL GIRLS WITH PERMITS HOLDING STATED NUMBER OF JOBS WITHIN STATED
TIME PERIODS AFTER ISSUANCE OF PERMIT UNTIL PERMIT WAS RETURNED OR GIRLS REACHED AGE 17.

Time periods run by permits until permit was returned or girls reached age 17	Total num- ber of girls employed for each stated length of time	Percentage of all girls employed for each length of time	Cumulative percentage of all girls employed for each length of time	Number of separate jobs held by individual girls																	
				1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18
All time periods.....	7,486	100.0	100.0	2,455	1,593	1,167	759	568	338	228	136	75	64	25	28	30	8	2	6	0	2
0-2 months.....	342	4.6	99.9	318	16	7	1	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
2-4 months.....	381	5.1	95.3	291	69	17	3	.....	1	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
4-6 months.....	384	5.1	90.2	265	81	22	8	7	1	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
6-8 months.....	401	5.4	85.1	242	102	39	14	4	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
8-10 months.....	426	5.7	79.7	224	114	46	26	9	6	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
10-11 months.....	219	2.9	74.0	96	57	32	20	9	3	1	1	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
11-12 months.....	243	3.2	71.1	98	66	43	16	9	7	1	2	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
1 year-1 year 2 months.....	359	4.8	67.9	127	123	69	20	10	7	2	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
1 year 2 months-1 year 4 months.....	357	4.8	63.1	109	106	77	32	20	8	2	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
1 year 4 months-1 year 6 months.....	382	5.1	58.3	92	99	70	47	25	17	3	4	1	.....	.....	.....	.....	.....	.....	.....	.....	.....
1 year 6 months-1 year 8 months.....	361	4.8	53.5	80	88	70	49	34	18	10	6	4	2	.....	.....	.....	.....	.....	.....	.....	.....
1 year 8 months-1 year 10 months.....	369	4.9	48.7	64	90	78	57	31	25	8	8	4	.....	.....	.....	.....	.....	.....	.....	.....	.....
1 year 10 months-1 year 11 months.....	188	2.5	43.8	26	49	36	29	21	3	13	3	1	1	.....	.....	.....	.....	.....	.....	.....	.....
1 year 11 months-2 years.....	235	3.1	41.3	49	50	44	21	31	14	10	7	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
2 years-2 years 2 months.....	412	5.5	38.2	74	68	78	61	56	22	24	14	4	.....	.....	.....	.....	.....	.....	.....	.....	.....
2 years 2 months-2 years 4 months.....	431	5.8	32.7	54	91	93	62	41	36	23	13	7	4	1	4	2	3	1	.....	.....	.....
2 years 4 months-2 years 6 months.....	451	6.0	26.9	66	81	79	65	55	37	31	9	10	2	2	3	1	.....	.....	.....	.....	.....
2 years 6 months-2 years 8 months.....	429	5.7	20.9	48	67	78	61	53	40	20	19	12	18	6	4	3	.....	.....	.....	.....	.....
2 years 8 months-2 years 10 months.....	465	6.2	15.2	20	60	63	86	62	39	23	17	9	8	2	6	3	.....	.....	.....	.....	.....
2 years 10 months-2 years 11 months.....	292	3.9	9.0	39	54	51	53	32	22	20	9	14	6	2	3	6	2	.....	.....	.....	.....
2 years 11 months-2 years 12 months.....	379	5.1	5.1	33	61	54	53	59	32	35	22	8	9	7	1	3	2	.....	.....	.....	.....
				Percentage of all girls (7,486) holding each stated number of jobs																	
				32.8	21.3	15.6	10.1	7.6	4.5	3.1	1.8	1.0	.9	.3	.4	.4	.1	.0	.1	.0	.0

*Issued by Industrial Commission of Wisconsin, July, 1922.
The data tabulated covers a period of five years.
A "Returned" permit means its final return within the years for which permits are required.

TABLE XVIII.—CHILD LABOR TURN-OVER AMONG BOYS WITH PERMITS, IN THE CITY OF MILWAUKEE.
TABULATION SHOWING TIME DURATION OF EACH SUCCESSIVE JOB HELD BY INDIVIDUAL BOYS ANALYZED
BY STATED TIME PERIODS AND BY NUMBER OF BOYS IN SUCCESSIVE JOBS.*

Time duration of jobs from date permit was issued until permit was returned or until boy reached age 17	Total number of jobs lasting for each stated time duration	Percentage of all jobs lasting for each stated time duration	Number of boys in successive jobs																														
			1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	
All time periods.....	31,688	100.0	8,857	6,208	4,434	3,292	2,440	1,746	1,272	925	693	508	370	264	194	141	103	75	48	38	27	18	11	8	5	4	3	2	1	1	1	1	1
No report.....	1,835	5.8	535	295	271	239	162	102	76	41	30	21	19	8	10	12	4	3	2	2	1	1	1	1	1	1	1	1	1	1	1	1	1
0-2 weeks.....	4,769	15.0	938	788	603	547	377	323	262	210	178	140	100	80	61	40	30	23	14	18	12	11	3	1	3	2	3	1	1	1	1	1	1
2 weeks-1 month.....	5,408	17.4	1,287	959	743	604	464	355	263	217	162	104	100	62	60	32	26	24	13	9	6	3	3	5	2	2	1	1	1	1	1	1	1
1 month-2 months.....	4,175	13.2	967	777	589	454	373	281	203	135	112	75	54	49	30	28	21	8	5	4	2	3	2	2	2	2	1	1	1	1	1	1	1
2 months-4 months.....	4,983	15.7	1,293	1,055	529	439	298	187	152	93	84	47	37	22	15	13	10	9	4	3	1	1	1	1	1	1	1	1	1	1	1	1	1
4 months-6 months.....	3,122	9.9	968	700	458	272	227	151	114	72	52	37	22	16	8	9	4	3	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
6 months-8 months.....	2,084	6.6	703	445	312	216	134	84	76	33	36	25	6	6	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
8 months-10 months.....	1,410	4.5	474	326	212	151	91	61	36	28	11	8	6	3	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
10 months-11 months.....	654	2.1	170	130	83	60	43	17	18	11	3	2	4	3	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
11 months-1 year.....	673	2.1	226	152	102	70	44	22	13	12	6	5	2	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
1 year-2 years.....	599	1.9	286	125	67	45	34	18	12	6	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
2 years-3 years.....	386	1.2	185	94	51	18	12	11	4	2	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
3 years-4 years.....	376	1.2	163	89	65	33	9	8	5	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
4 years-5 years.....	277	0.9	141	66	33	16	11	6	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
5 years-6 years.....	218	0.7	101	52	32	16	8	6	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
6 years-7 years.....	97	0.3	46	22	15	7	3	2	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
7 years-8 years.....	115	0.4	46	20	8	1	4	2	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
8 years-9 years.....	155	0.5	88	44	14	4	4	2	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
9 years-10 years.....	103	0.3	73	20	10	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
10 years-11 months.....	72	0.2	54	11	8	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
11 months-1 year.....	67	0.2	46	16	4	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
1 year-2 years.....	55	0.2	43	9	2	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
2 years-3 years.....	26	0.1	24	2	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
3 years-4 years.....	26	0.1	24	2	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
4 years-5 years.....	26	0.1	24	2	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
5 years-6 years.....	26	0.1	24	2	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
6 years-7 years.....	26	0.1	24	2	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
7 years-8 years.....	26	0.1	24	2	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
8 years-9 years.....	26	0.1	24	2	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
9 years-10 years.....	26	0.1	24	2	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
10 years-11 months.....	26	0.1	24	2	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
11 months-1 year.....	26	0.1	24	2	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1

*The data tabulated cover operations for a five-year period, ending June 30, 1922.

TABLE XIX.—CHILD LABOR TURN-OVER AMONG GIRLS WITH PERMITS IN THE CITY OF MILWAUKEE,
TABULATION SHOWING TIME DURATION OF EACH SUCCESSIVE JOB HELD BY INDIVIDUAL GIRLS ANALYZED
BY STATED TIME PERIODS AND BY NUMBER OF GIRLS IN SUCCESSIVE JOBS.*

Time duration of jobs from date permit was issued until permit was returned or until girl reached age 17	Total num- ber of jobs lasting for each stated time duration	Percentage of all jobs lasting for each stated time duration	Number of girls in successive jobs																		
			1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19
All time periods.....	22,944	100.0	7,833	5,261	3,539	2,311	1,471	933	593	363	235	151	94	72	43	22	13	6	2	2	...
No report.....	1,568	6.8	503	352	227	100	130	58	46	28	10	8	8	2	3	2	1				
0-2 weeks.....	2,232	9.7	561	523	363	267	151	118	65	60	39	30	23	14	4	6	4	2	1		
2 weeks-1 month.....	3,404	14.8	1,033	707	532	347	264	170	121	76	56	41	17	20	11	4	2	2	1		
1 month-2 months.....	2,688	11.7	817	568	431	277	207	134	90	63	35	22	17	11	9	3	2	1		1	
2 months.....	3,822	16.7	1,153	817	613	399	263	172	113	68	48	26	18	14	10	3	2	1			
4 months-6 months.....	2,474	10.8	889	553	354	276	149	111	57	27	27	15	4	7	2	2	1				
6 months-8 months.....	1,798	7.8	655	428	314	166	96	56	39	16	10	5	6	4	2	1					
8 months-10 months.....	1,242	5.4	497	310	192	104	62	33	26	10	3	2	1								
10 months-11 months.....	523	2.3	194	135	76	49	31	21	9	3	2	1	1								
11 months-1 year.....	544	2.4	249	126	77	43	24	15	4	5	1										
1 year-1 year 2 months.....	402	2.0	167	99	55	40	16	17	6	2											
1 year 2 months-1 year 4 months.....	353	1.5	149	99	54	28	13	6	4												
1 year 4 months-1 year 6 months.....	262	1.1	132	62	44	13	8	1	1												
1 year 6 months-1 year 8 months.....	218	1.0	102	63	28	19	3	2													
1 year 8 months-1 year 10 months.....	99	.4	48	23	23	1	3	1													
1 year 10 months-1 year 11 months.....	123	.5	66	26	18	10	2	1													
1 year 11 months-2 years.....	169	.7	100	39	22	5	2	1													
2 years-2 years 2 months.....	121	.5	70	28	15	7															
2 years 2 months-2 years 4 months.....	110	.5	80	24	3	3															
2 years 4 months-2 years 6 months.....	83	.4	45	27	9	2															
2 years 6 months-2 years 8 months.....	78	.3	61	16	1																
2 years 8 months-2 years 10 months.....	33	.1	28	4	1																
2 years 10 months-2 years 11 months.....	33	.1	28	4	1																
2 years 11 months-3 years.....	36	.2	36																		

*The data tabulated cover operations for a five year period ending June 30, 1922.

APPRENTICESHIP

Under authority of the apprenticeship law a boy between the ages of 16 and 21 may be put under a written contract of apprenticeship. There are three parties to such an agreement, namely: the employer, the apprentice and the state.

The employer must be equipped to teach the trade in all its branches; he must enter into a bona fide contract with the apprentice in which he agrees to furnish employment to the apprentice during the term of training at an agreed wage, and to give the apprentice opportunity to work on all machines or all branches of the trade.

The apprentice must sign the contract, in which he agrees to work for apprentice wages, to remain with his employer during the period of apprenticeship, and to attend a part-time school for five hours each week during the first two years of the apprenticeship.

The state, represented by the Industrial Commission, supervises the training, arbitrates differences arising between the apprentice and the employer, passes upon schedules of training, assures proper instruction in the part-time school, determines what is good cause of annulment of contracts and enforces all indentures.

In the last three and one half years, 1,486 indentures have been approved, and 476 completed, in more than 32 different trades. The average hourly wage rates have varied from 4 cents to 41 cents for the first six months, with only about four trades beginning at less than 15 cents an hour; and for the last six months the variation has been from 20 to 80 cents with only about four trades below 35 cents. The length of apprenticeship varies from 1 to 5 years with the great majority of contracts made out for four years. The difference in term of contract, and the steady development of the apprenticeship department, as well as cancellations of contract, account for the difference between the number of indentures approved and those completed.

Some 300 employers are indenturing apprentices, and about 25 large firms make a practice of it without solicitation from the Apprenticeship Department of the Industrial Commission.

A detailed tabulation follows:

TABLE XX.—NUMBER OF APPRENTICESHIPS ENTERED AND INDENTURES COMPLETED WITH AVERAGE WAGE RATES, BY TRADES FOR THE 2½-YEAR PERIOD FROM JANUARY 1, 1920, TO JULY 1, 1922.

Trades	Number of apprentices indentured	Number of apprenticeships completed	Average hourly wage rates	
			1st 6 Mos. of indenture	Last 6 Mos. of indenture
Total.....	1,486	474	.....	.....
Machinist.....	417	248	\$0.18	\$0.35
Machinist, R. R.....	57	74	.34	.59
Tool and die maker.....	72	26	.18	.35
Patternmaker.....	115	59	.18	.35
Blacksmith.....	19	3	.22	.70
Boilermaker.....	49	0	.41	.65
Sheet metal worker.....	26	7	.25	.45
Draftsman.....	49	6	.18	.35
Molder.....	43	2	.25	.46
Co-operative student.....	76	0	.27	.37
Carpenter.....	7	0	.40	.75
Electrician.....	24	15	.30	.65
Plumber.....	57	0	.15	.56
Painter and decorator.....	15	1	.25	.80
Plasterer.....	4	1	.40	.80
Tinsmith.....	7	1	.34	.59
Knitting machine adjuster.....	17	1	.21	.46
Printer—compositor.....	28	6	.17	.77
Photo engraver.....	5	0	.04	.45
Lithographer.....	6	1	.18	.38
Commercial artist.....	7	0	.10	.31
Engraver.....	5	0	.06	.20
Jewelry repairer.....	15	1	.12	.34
Watchmaker.....	11	0	.12	.34
Baker.....	5	0	.31	.52
Wire weaver.....	9	10	.17	.27
Stone cutter.....	5	0	.15	.50
Tile-setter.....	8	2	.18	.53
Bricklayer-mason.....	35	4	.30	.70
Cigarmaker.....	2	1	.10	.26
Railroad car repairer.....	176	0	.34	.59
Miscellaneous trades.....	115	5



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